

## **CHAPTER TWO**

### **CLARK COUNTY COMMUNITY PROFILE**

#### **INTRODUCTION**

This chapter provides a snapshot of Clark County; an overview of population and demographic data, economic trends, employment levels, and incomes offering a reference point for the housing and community development needs presented in later chapters. Finally, a discussion of social trends affecting life in Clark County is incorporated as a basis for the objectives included in Chapter Four's Strategic Plan.

#### **POPULATION GROWTH**

Located in the southwestern part of the State of Washington, Clark County is approximately 70 miles from the Pacific Ocean. Bounded on the north by the Lewis River and on the east by the foothills of the Cascade Mountains, the Columbia River forms the western and southern boundaries of the county, providing over 41 miles of river frontage. It is compact, measuring approximately 25 miles across in either direction. The total land area is 644 square miles.

Clark is one of six counties included in the Portland-Vancouver, Oregon-Washington, Metropolitan Statistical Area (MSA). The other five counties are Clackamas, Columbia, Multnomah, Washington and Yamhill, all in Oregon. In 1998, the metropolitan area population was 1,815,300, with Clark County representing 18.1 percent of the total.

One of the most rapidly growing of Washington's counties last year, Clark County has gained attention as one of the faster growing areas at the national level. In 1980, its 192,227 residents accounted for 4.7 percent of the state's population. As of April 1999, the county's population had grown to 337,000, representing 5.8 percent of the statewide total.

Net migration, or the difference between people moving out of and into Clark County, accounted for significantly more growth than natural increase, or the differences between births and deaths. Between 1980 and 1990, 40 percent of the population increase was due to natural increase, while 60 percent was due to migration.

Clark County's rapid population growth is expected to continue. As Table 1 indicates, the State of Washington's Office of Financial Management predicts that between 1990 and 2010, Clark County is expected to gain approximately 108,456 residents, an increase of 46 percent.



**TABLE 1**  
**Clark County Population Trends: 1950 - 2020**

<b>Year</b>	<b>Population</b>	<b>Increase</b>	<b>% Change</b>	<b>Average Annual % Change</b>
1950	85,307	---		---
1960	93,809	8,502	10.0%	1.0%
1970	128,454	34,645	36.9%	3.7%
1980	192,227	63,773	49.6%	5.0%
1990	238,053	45,826	23.8%	2.4%
2000	<i>322,755</i>	<i>84,702</i>	<i>35.5%</i>	<i>3.5%</i>
2005	<i>352,629</i>	<i>29,974</i>	<i>9.26%</i>	<i>1.8%</i>
2010	<i>377,478</i>	<i>24,849</i>	<i>7.09%</i>	<i>1.4%</i>
2015	<i>401,071</i>	<i>23,593</i>	<i>6.29%</i>	<i>1.2%</i>
2020	<i>425,502</i>	<i>24,431</i>	<i>6.09%</i>	<i>1.2%</i>

Source: State of Washington Office of Financial Management, web page, 1999.

Notes: Estimates occur in italics.

Table 2 shows that approximately one-half of the county's residents live in the unincorporated area, although the number has declined over the last several years. The percentage of the population living in one of the seven incorporated cities has increased from 30 to nearly 50 percent in the last 2 years.

**TABLE 2**  
**Cities, Towns, and Clark County Population Trends: 1980, 1990, 1994, 1996, 1998 & 1999**

Area	1980	1990	1994	1996	1998	1999
Clark County	192,227	238,053	280,800	303,500	328,000	337,000
Unincorporated	134,978	173,844	200,828	212,058	165,360	169,190
Incorporated	57,248	64,209	79,972	91,442	162,640	167,810
Battle Ground	2,774	3,758	4,720	5,450	8,460	9,075
Camas	5,681	6,798	7,430	8,810	10,300	10,870
La Center	439	483	759	1,135	1,355	1,545
Ridgefield	1,062	1,332	1,605	1,770	1,795	2,115
Vancouver	42,834	46,380	59,225	67,450	132,000	135,100
Washougal	3,834	4,764	5,290	5,810	7,685	7,975
Woodland*	-	94	130	112	110	110
Yacolt	544	600	813	905	935	1,020

Sources: OFM Forecasting, State of Washington web site, November 1999.

Notes: \* The portion of the City of Woodland population that resides in Clark County.

Most of the population growth since 1970 has been in the Vancouver urban area, particularly in areas located to the north and east of the city and outside the city limits. In 1997, the City of Vancouver annexed an area that included 64,550 people. When the city has completed their annexation of all of the identified area within the urban growth boundary, the population of Vancouver will increase by approximately 100,000.

As a population center, Clark County is greatly influenced by its regional and geographic location. It is the major urban area of Southwest Washington, and has the largest concentration of population and services of the southwest counties, which include Cowlitz, Wahkiakum, and Skamania. In addition, it is considered part of the housing, employment, and retail market for Portland, Oregon.

Much of the growth in Clark County is the result of the planning, economic, and tax policies of the State of Washington, the State of Oregon, and the Portland-Vancouver Metropolitan Area. Many people choose to live in Washington because the state has no income tax, and its property tax rates are lower than those in Oregon.

Planning policies in Oregon established urban growth boundaries around each city in the 1970's and make it very difficult to develop residential land outside of this boundary. People looking for a rural/suburban lifestyle have found it easier to develop land in Washington.

However, differences in each state's land use policies are becoming less contrasting as Clark County, with the rest of the state, implements the 1990 Growth Management Act and restricts the amount and type of growth which may occur beyond designated urban growth areas.

## HOUSEHOLD COMPOSITION

Table 3 presents data on the composition of households in Clark County over the past two decades. The percentage of people living in households has remained constant over time at 99 percent. However, the percentage of people in family households has decreased from 90 percent in 1980 to 86 percent in 1990. There has been a corresponding rise in the percentage of people in non-family households from 9 percent in 1980 to 13 percent in 1990. There was no figure given for non-family households in 1970. Non-family households is defined as people living in "group quarters" or living in institutions such as nursing homes, college dormitories, correctional institutions, and the like.

**TABLE 3**  
**Clark County Household Composition: 1970 - 1990**

<b>Household</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>
Persons in Households	126,683	190,100	235,469
Persons/Family Households	126,683	172,926	204,442
Householders	41,064	51,701	63,895
Spouses	30,259	44,128	52,243
Children	50,360	66,977	76,498
Non-Relatives	1,588	5,861	4,609
In Non-Family Households	N/A*	17,174	31,027
Group Quarters	1,771	2,127	2,584
<b>TOTAL PERSONS</b>	<b>128,454</b>	<b>192,227</b>	<b>239,053</b>

Sources: 1990 U.S. Census.

Notes: \* No figure given for persons in non-family households.

## AGE CHARACTERISTICS

Clark County has a greater percentage of young people 19 years of age or younger, and a smaller percent of people over the age of 65 than the rest of the state. Although the elderly population is relatively small in both number and percentage of total population, it is growing faster than overall population growth. The percent of elderly people as a percentage of the

county increased 45 percent between 1980 and 1990, compared to the approximate 24 percent overall growth in the general population. Table 4 illustrates these trends.

**TABLE 4**  
**Clark County Population Distribution By Age: 1980 - 1990**

<b>Group</b>	<b>1980</b>	<b>1990</b>	<b>Percent Change</b>	<b>Projected in 2000</b>
75+	6,400	10,194	59.3%	<i>15,214</i>
70-74	4,623	6,682	44.6%	<i>8,146</i>
65-69	6,356	8,317	30.9%	<i>9,004</i>
60-64	7,495	8,811	17.6%	<i>11,414</i>
55-59	8,285	8,956	8.1%	<i>16,016</i>
50-54	8,634	10,978	27.1%	<i>21,469</i>
45-49	8,393	14,096	67.9%	<i>24,697</i>
40-44	10,160	19,570	92.6%	<i>26,611</i>
35-39	13,870	19,570	41.1%	<i>26,142</i>
30-34	17,915	20,935	16.9%	<i>23,845</i>
25-29	17,585	18,335	4.3%	<i>21,397</i>
20-24	15,584	14,599	-6.3%	<i>19,257</i>
15-19	17,038	16,948	-<1.0%	<i>23,019</i>
10-14	17,316	19,129	10.5%	<i>25,814</i>
5-9	16,248	19,480	19.9%	<i>26,318</i>
0-4	16,325	18,915	15.9%	<i>24,392</i>
<b>TOTAL</b>	<b>192,227</b>	<b>238,053</b>	<b>23.8%</b>	<b><i>322,755</i></b>

Sources: 1994 Population and Economic Handbook, Clark County Department of Assessment and GIS.

OFM State of Washington web site, 1999.

Note: Projections shown in italics.

## **RACE CHARACTERISTICS**

Clark County is less racially diverse than Washington State as a whole, as indicated in Table 5. Although the county's ethnic population has doubled since 1980, minority groups comprise only 7 percent of the total population, as compared to 11.5 percent statewide. Minority groups as a proportion of the county's total has increased only slightly, from 5.4 percent in 1980 to 7.0 percent in 1990. Asians are the largest minority group, representing 2.8 percent of the population.

**TABLE 5**  
**Clark County Population Distribution By Race: 1990 - 1998**

<b>Population</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>
Total Population	238,053	250,300	257,500	269,500	280,800	291,000	303,500	316,800	328,000
White	226,940	237,720	243,797	254,165	263,717	272,173	282,731	295,715	296,218
Black	3,022	3,347	3,543	3,870	4,200	4,519	4,913	5,105	4,916
American Indian, Eskimo and Aleut	2,368	2,500	2,613	2,820	3,008	3,198	3,393	3,386	3,128
Asian & Pacific Islander	5,723	6,734	7,542	8,646	9,875	11,110	12,463	12,594	12,482
Total Hispanic Origin	5,872	6,513	7,196	8,026	8,825	9,718	10,923	10,958	11,257

Source: 1998 Population and Economic Handbook, Clark County Department of Assessment and GIS.

1998 figures from OFM State of Washington Web site, 1999.

Notes: Detail may not add because Hispanic Origin is not a racial category. Persons of Hispanic origin may be of any race.

For the purposes of the H&CD Plan, a racial or ethnic minority concentration in Clark County is defined as a census tract in which the percentage of a racial or ethnic minority group is 50 percent or greater than the percentage of that group found in the county as a whole. Table 6 shows the Census tracts that have concentrations of each racial or ethnic minority group. These tracts are illustrated on Map A.

**TABLE 6**  
**Clark County Census Tracts with Concentrations of Racial and Ethnic Minorities: 1990**

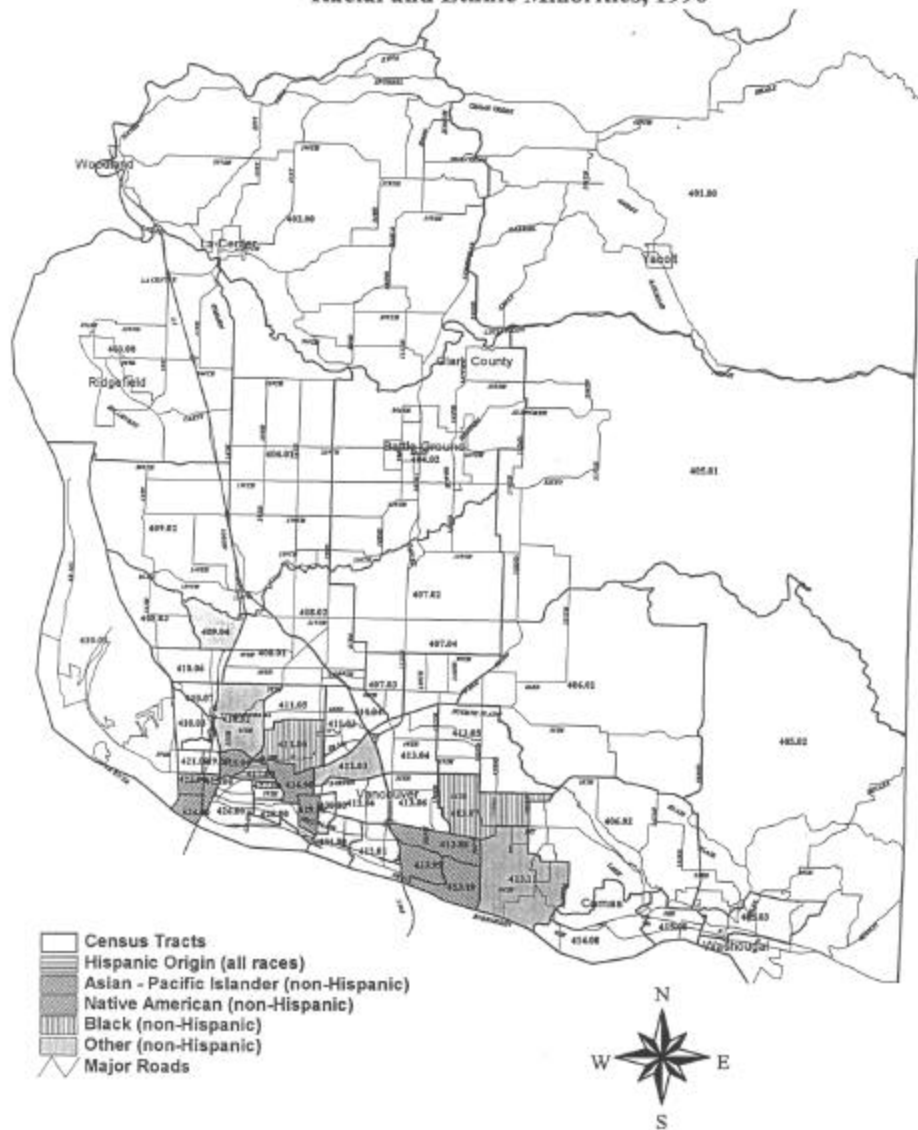
<b>Racial or Ethnic Group</b>	<b>Census Tracts With Concentrations</b>
Black (non-Hispanic)	411.06, 413.07, 413.08, 417, 423, 424, 429
Hispanic Origin (all races)	417
Native American (non-Hispanic)	418, 423, 424, 425
Asian & Pacific Islander (non-Hispanic)	413.08, 413.09, 413.10, 416, 417, 429
Other (non-Hispanic)	409.04, 410.02, 412.03, 413.11, 425

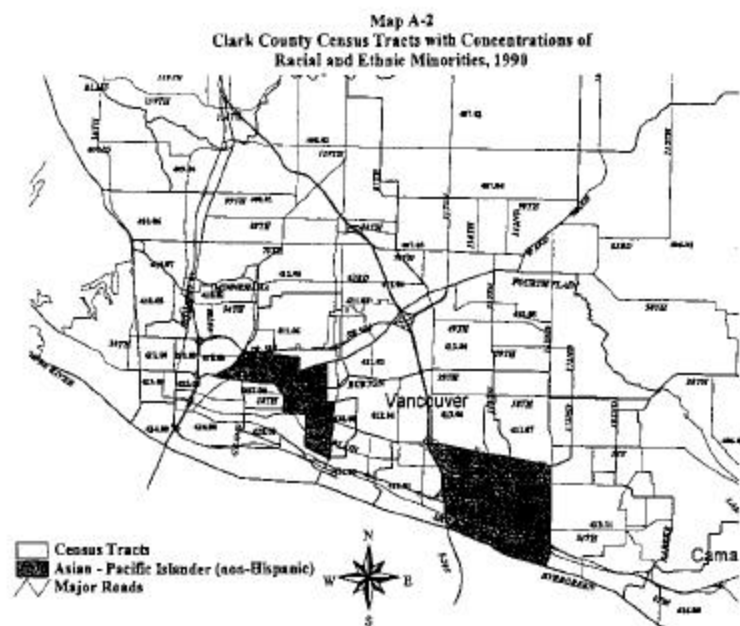
Source: Based on 1990 U.S. Census information.





**Map A**  
**Clark County Census Tracts with Concentrations of**  
**Racial and Ethnic Minorities, 1990**

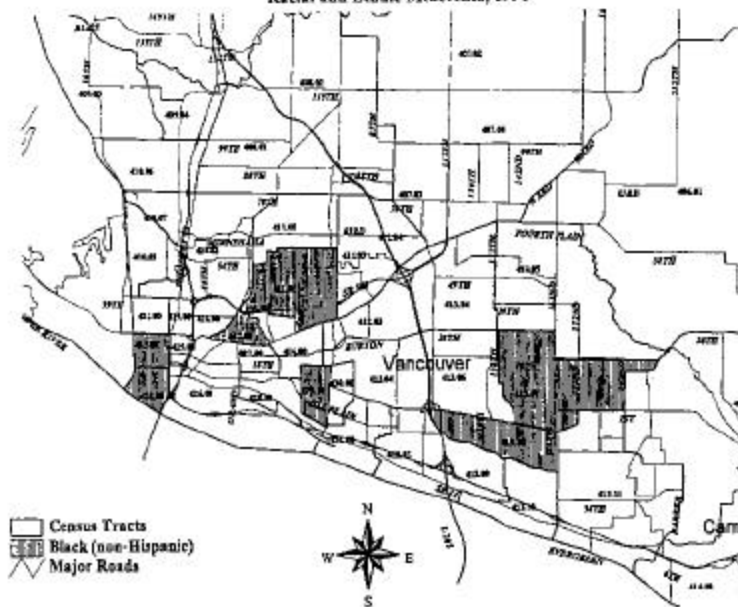




Map A-3  
Clark County Census Tracts with Concentrations of  
Racial and Ethnic Minorities, 1990



Map A-4  
Clark County Census Tracts with Concentrations of  
Racial and Ethnic Minorities, 1990



The map shows the city of Vancouver, British Columbia, with its major roads and census tracts. The study area is highlighted with a grid pattern. The legend indicates that the grid pattern represents 'Other (non-Hispanic)' census tracts. The map also shows the location of the study area relative to the city center and the Burrard area.

## EMPLOYMENT TRENDS

Population growth in Clark County has fueled the local economy. The labor force increased from 108,800 in 1988 to 169,200 in 1998. The economy of the county is diversifying. Wood products, an important industry in the past, have been in decline since the early 1980s. However, relatively low development costs and a strong labor force have attracted high tech plants and the economy has rebounded with new industries locating in the county. Some major plants include Hewlett-Packard, Sharp, SEH America, and Kyocera. Underwriter's Laboratories and Linear Technology have constructed new plants in Camas. The employment base has expanded and new types of jobs have stabilized the economy.

The unemployment rate has hovered between 4 and 6 percent over much of the past decade, rising to 7 percent in 1992 and dropping to 3-1/2 percent in 1997. In 1998, the rate was again at 4 percent. Clark County has consistently led the metropolitan area in employment growth rates, and is expected to continue this trend through 2010. Table 7 provides an overview of employment and unemployment trends since 1988.

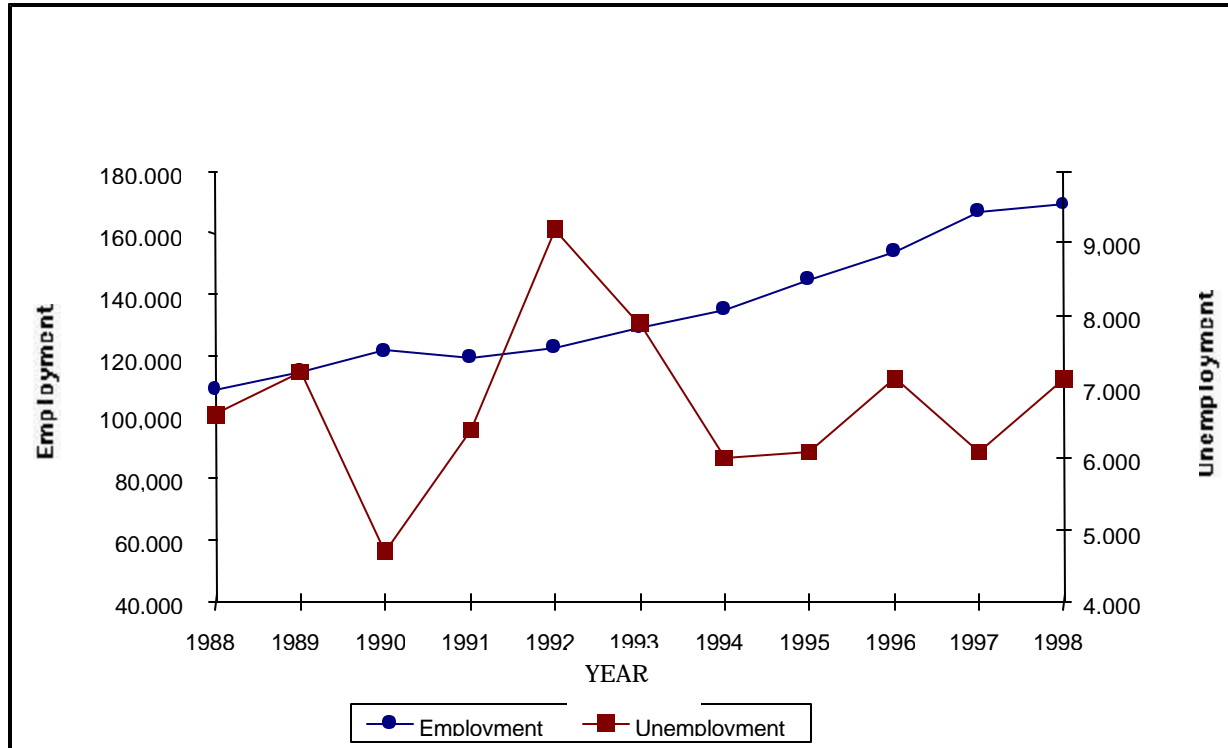
**TABLE 7**  
**Annual Average Employment and Unemployment in Clark County: 1988 - 1998**

<b>Year</b>	<b>Total Labor Force</b>	<b>Employment</b>	<b>Unemployment</b>	<b>Percent Unemployed</b>
1988	115,400	108,800	6,600	5.7%
1989	122,200	115,000	7,200	5.9%
1990	126,400	121,700	4,700	3.7%
1991	125,700	119,300	6,400	5.1%
1992	132,200	123,000	9,200	7.0%
1993	136,600	128,700	7,900	5.8%
1994	141,000	135,000	6,000	4.3%
1995	151,000	144,900	6,100	4.0%
1996	161,200	154,100	7,100	4.4%
1997	172,900	166,800	6,100	3.5%
1998	176,300	169,200	7,100	4.0%

Source: 1998 Population and Economic Handbook, Clark County Department of Assessment and GIS; OFM State of Washington web page.

Figure 3 further illustrates the average annual employment and unemployment in Clark County from 1988-1998.

**FIGURE 3**  
**Average Annual Employment and Unemployment in Clark County: 1988 - 1998**



Unemployment rates for minority groups have been consistently higher than the average. In 1990, the unemployment rate for African-Americans was approximately 12 percent; for American Indians 13 percent; and for Asians and Pacific Islanders 9 percent. These rates are nearly double the countywide unemployment rate for that year.

The local economy is diversifying. Historically, wood products have been the primary industry in the area. From 1990 to 1997, lumber and wood products lost 18.8 percent employment.

Other types of industries, especially high technology, have been locating in the county. Machinery and computers experienced a 104.3 percent jump in employment from 1995 to 1997. New jobs have also been created by growth in Transportation and Public Utilities, Construction and Mining, and Services. For the first 7 years of the decade, these three areas accounted for increases of 78.1 percent, 58.7 percent, and 48.8 percent, respectively.

Table 8 presents a profile of the level of employment in Clark County in selected sectors.

**TABLE 8**  
**Clark County Employment Levels for Selected Sectors: 1990, 1995 - 1998**

	1990	1995	1996	1997	1998*
TOTAL POPULATION	238,053	291,000	303,500	316,800	328,000
LABOR FORCE	127,700	151,500	159,300	172,900	176,300
Employment	121,500	145,300	152,100	166,800	169,200
Unemployment	6,200	6,100	6,100	6,100	7,100
Percent	4.9%	4.0%	3.8%	3.6%	4.0%
TOTAL NON-FARM EMPLOYMENT	80,200	100,200	104,300	110,000	113,200
MANUFACTURING	17,000	20,100	20,100	20,500	20,000
DURABLE GOODS	10,000	12,600	13,000	13,500	-
Lumber & Wood Products	1,600	1,300	1,200	1,300	-
Metals & Metal Products	1,800	2,100	2,100	1,900	-
Machinery & Computers		4,100	4,500	4,700	-
Electronics & Instruments		3,900	4,200	4,600	-
Other Durable Goods	900	1,200	1,000	1,000	-
NONDURABLE GOODS	7,000	7,500	7,200	7,100	-
Food Processing		1,200	1,300	1,100	-
Textiles & Apparel	1,000	1,100	1,000	1,100	-
Paper Products		3,100	2,800	2,700	-
Other Nondurable	1,500	2,000	2,100	2,200	-
Construction & Mining	6,300	7,900	8,600	10,000	10,300
Transportation & Public Utilities	3,200	4,800	5,200	5,600	6,300
Wholesale & Retail Trade	18,200	22,900	24,300	25,300	26,400
Finance, Insurance & Real Estate	4,500	4,600	4,700	4,900	5,200
Service	17,000	23,100	24,200	25,200	26,400
Government	14,000	16,800	17,200	17,900	18,500

Source: 1998 Population and Economic Handbook, Clark County Department of Assessment and GIS.

Notes: 1998 data taken from the State of Washington web page updated in November 1999 with selected economic information.

Dash marks indicate that no information was available.

The number of nonagricultural jobs in Clark County increased by 132 percent between 1970 and 1990, a significantly higher jump than the statewide increase of 90 percent. This sector continued to grow by another 37.2 percent in the period from 1990 to 1997. The selected



economic data available on the State of Washington web site in November 1999 shows an increase in every nonagricultural employment sector, except manufacturing, which lost 500 jobs.

Although many factors influence growth in particular sectors, four primary reasons explain much of the economy's activity:

1. West Coast location which benefits from investments from California and Asia;
2. Stable manufacturing base in paper products, metals, lumber and wood products, and textiles and apparel;
3. Proximity to Portland, attracting a migration of manufacturing and high technology jobs; and
4. Tax structure more favorable to employers than that of Oregon.

Although the economy's growth has created new jobs and opportunities for Clark County residents, 39.6 percent of the jobs have been in the wholesale and retail sectors, which pay lower wages. Federal statistics indicate that in 1998 the average annual income in a retail sales job was \$15,392. In the service sector, people working in the food industry made about \$12,584, nationwide. It should also be noted that jobs in these sectors offer limited health benefits.

Wages generally have not kept up with housing prices. An increasing number of the people who work in Clark County are finding it difficult to afford living here. Further discussion about wages and the ability to afford housing can be found in Chapter Three.

## **INCOME**

Generally, there are two standards by which to measure income: by household and by family. For the purposes of the H&CD Plan, family income will be used whenever possible, in accordance with standards dictated by HUD. However, household income is a more realistic measure, since it takes into account the non-traditional configuration of an increasing number of households where members are not all related to each other. Household income also tends to be lower than family income.

Table 9 shows the most recent information regarding median incomes for both households and families in Clark County. This information will be updated at the time of the next decennial census in 2000.

**TABLE 9**  
**Median Income by Households and Families**  
**For Cities, Towns, and Clark County: 1989**

<b>Area</b>	<b>Household Median Income</b>	<b>Family Median Income</b>
Clark County	\$31,800	\$36,209
Battle Ground	\$24,256	\$30,000
Camas	\$28,576	\$32,755
La Center	\$24,750	\$30,179
Ridgefield	\$26,992	\$28,875
Vancouver	\$21,552	\$26,927
Washougal	\$25,463	\$28,734
Yacolt	\$18,194	\$27,841

Source: 1998 Population and Economic Handbook, Clark County Department of Assessment and GIS.

The U.S. Department of Housing and Urban Development indicates that in 1999, Portland-Vancouver metropolitan area median household income was \$52,400. This means that one-half of Clark County households earned more than \$52,400 and one-half earned less.

Using federal guidelines, a household is considered "extremely low income" if its annual income is no greater than 30 percent of the median income. Households that earn between 31 and 50 percent of the median income are considered "low-income," and those with incomes between 51 and 80 percent of the median are considered "moderate income." Households are considered "middle income" when they earn between 81 and 95 percent of the median. Table 10 illustrates these income categories and the maximum income amounts, using 1999 HUD median family income guidelines for the Portland-Vancouver region.

Chapter Three provides an analysis of income and its relationship to housing affordability in Clark County.

**TABLE 10**  
**HUD Income Levels for Clark County: 1999**

	<b>Incomes by Size of Household</b>					
<b>Income Level</b>	<b>1 Person</b>	<b>2 Person</b>	<b>3 Person</b>	<b>4 Person</b>	<b>5 Person</b>	<b>6 Person</b>
Extremely Low- Income 0%–30% of median	\$11,000	\$12,600	\$14,150	\$15,700	\$17,000	\$18,250
Low-Income 31%–50%	\$18,350	\$20,950	\$23,600	\$26,200	\$28,300	\$30,400
Moderate-Income 51%–80%	\$29,350	\$33,550	\$37,750	\$41,900	\$45,250	\$48,650
Middle-Income 81%–95%	\$34,865	\$39,805	\$44,792	\$49,780	\$53,770	\$57,760
Median 100%	\$36,700	\$41,900	\$47,150	\$52,400	\$56,600	\$60,800

Source: US Department of Housing and Urban Development Median Family Income Guidelines for 1999.

Income levels as they relate to housing affordability are often considered within the context of "cost burden." Cost burden is defined as the extent to which housing costs, including utilities, exceed 30 percent of gross household income. Severe cost burden is the extent to which these costs exceed one half of the gross household income.

The percentage of county households paying more than 30 percent of their income for shelter is presented in Table 11.

**TABLE 11**  
**Number of Clark County Households with Incomes Below 1990 Median**  
**That Pay a Cost Burden for Housing**  
**(Based on 1989 income levels)**

Households by Income Level	Renters	Owners	Total Households
0 to 30% MFI	5,368 (6%)	2,878 (3%)	8,246 (9%)
% Paying a Cost Burden > 30%	75%	69%	73%
31% to 50% MFI	4,871 (5%)	4,292 (5%)	9,163 (10%)
% Paying a Cost Burden > 30%	79%	41%	62%
51% to 80% MFI	7,229 (8%)	8,739 (10%)	15,968 (18%)
% Paying a Cost Burden > 30%	36%	33%	34%
81% to 95% MFI	2,893 (3%)	4,870 (5%)	7,763 (9%)
% Paying a Cost Burden > 30%	10%	19%	15%
<b>TOTAL</b>	<b>30,821 (35%)</b>	<b>57,750 (65%)</b>	<b>88,571 (100%)</b>

Source: Based on 1990 U.S. Census data provided by the U.S. Department of Housing and Urban Development.

Notes: MFI is Median Family Income. Cost burden refers to paying more than 30% of gross income for housing and utilities.

Although the CDBG, HOME, ESG, and HOPWA programs use the income guidelines discussed above, other state and federal programs use federal poverty levels as an indicator of income. The U.S. Department of Health and Human Services issues the poverty guidelines each year in the *Federal Register*. The programs that use this information to determine eligibility include Head Start, the Food Stamp Program, the National School Lunch Program, and the Low-Income Home Energy Assistance Program. Table 12 indicates the 1999 Poverty Guidelines for the 48 contiguous states.

**TABLE 12**  
**Poverty Guidelines: 1999**

	Number of People in Household							
	1	2	3	4	5	6	7	8
Income	\$8,350	\$11,250	\$14,150	\$17,050	\$19,950	\$22,850	\$25,750	\$28,650

Source: Federal Register, Vol. 65, No. 31, February 15, 2000, pp. 7555-7557.

The most recent information available regarding the number of Clark County households falling below the poverty level is based on 1989 income levels, as shown in Table 13. As the table illustrates, approximately 9 percent of all people and 7 percent of all families in Clark County had incomes below the poverty level. Fourteen percent of families with children under the age of 5 lived in poverty. Although female heads of household comprised 3 percent of all families with children under the age of five, 56 percent of them earned incomes below the poverty level in 1989.

**TABLE 13**  
**Clark County Households with Incomes Below 1990 Federal Poverty Levels**  
**(Based on 1989 income levels)**

Household	Percent with Incomes Below Poverty Level
Number of People	9.3%
Families (with or without children)	7.0%
Families with related children under the age of 5	14.0%
Female head of households with children under the age of 5	56.0%

Source: Economic Opportunity Committee of Clark County Strategic Plan, 1994-2000.

Table 14 illustrates poverty status by race in Clark County, based upon 1989 information. African-American and Hispanic groups had the highest percentage of people living below the poverty level, while Caucasians had the lowest.

**TABLE 14**  
**Poverty Status By Race in Clark County**  
*(Based on 1989 income levels)*

<b>Race/Ethnic Group</b>	<b>% of People Living Below Poverty Level*</b>
White	9%
African-American	23%
American Indian	18%
Asian/Pacific Islander	14%
Other	18%
Hispanic Origin	19%

Source: Economic Opportunity Committee of Clark County Strategic Plan, 1994-2000.

Notes: \* "Poverty" not defined by source.

### ***Concentrations of Low/Moderate-Income Households in Clark County***

In Clark County, areas that are considered to have concentrations of low/moderate-income households are those census tracts with 51 percent or more low- and moderate-income households. Table 15 and Map B illustrate these areas. Specific information about CDBG-eligible low/moderate-income areas is found in Appendix D.

**TABLE 15**  
**Clark County Census Tracts with Concentrations**  
**of Low/Moderate Income Persons: 1990**

<b>Census Tract</b>	<b>Percentage of Low/Moderate-Income Persons</b>
410.05	66.3%
416	60.9%
417	66.6%
418	67.1%
421	54.8%
423	72.6%
424	78.3%
425	67.4%
426	52.4%
427	68.2%

Sources: U.S. Department of Housing and Urban Development Department and Clark County CDBG Program.

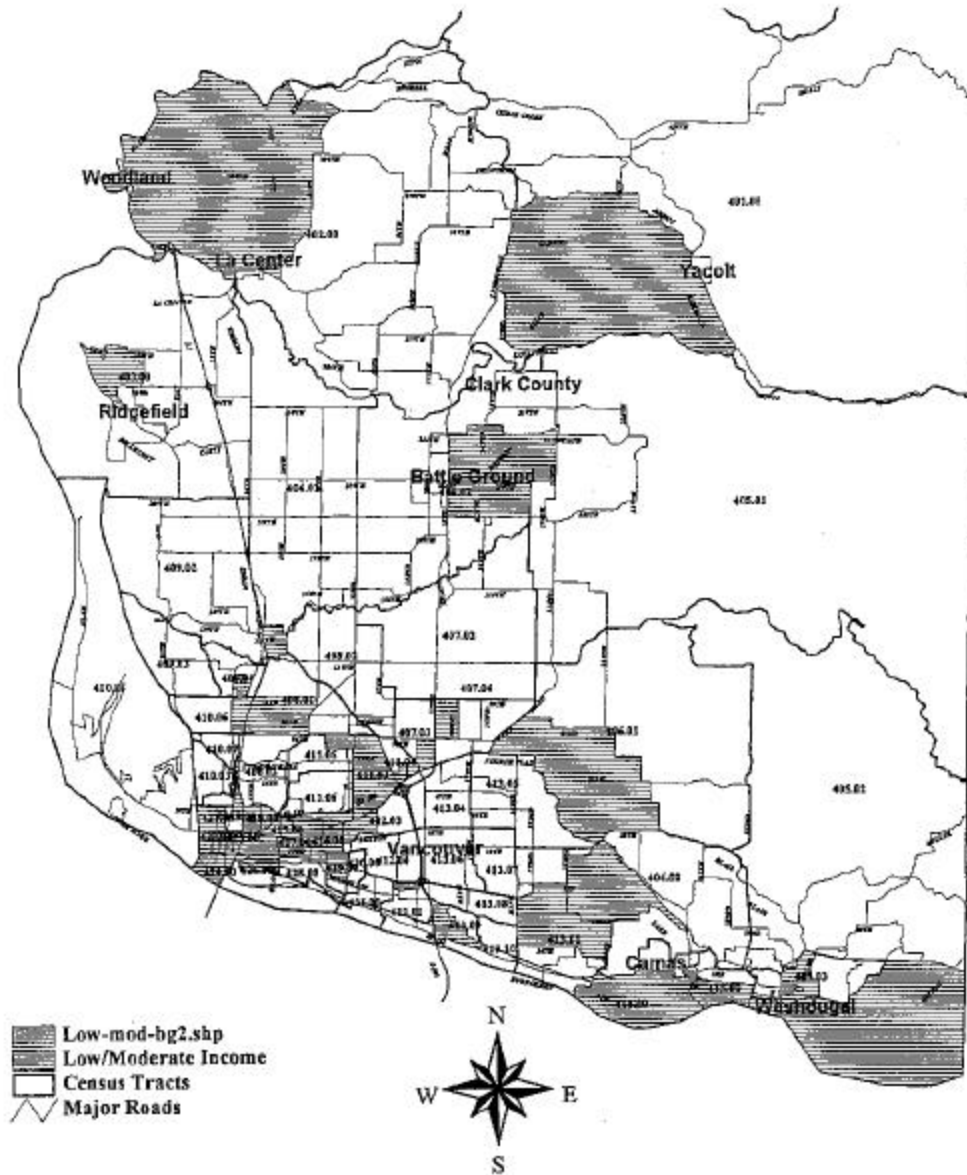
Five of the ten Census tracts defined as low-income also have at least one racial or ethnic minority, as indicated in Table 16. These tracts are illustrated in Map C.

**TABLE 16**  
**Clark County Census Tracts with Concentrations of**  
**Low/Moderate-Income Persons and Racial or Ethnic Minorities: 1990**

<b>Census Tract</b>	<b>Racial or Ethnic Group</b>
416	Asian & Pacific Islander
417	Black, Hispanic, Asian & Pacific Islander
418	Native American
423	Black, Native American
425	Native American, Other

Source: Based on 1990 U.S. Census information.

**Map B**  
**Clark County Census Tract with Concentrations of**  
**Low/Moderate Income Persons, 1990**  
**Tracts exceed 45.90% low/mod persons**





**Map C**  
**Clark County Census Tract Block Groups with Concentrations of**  
**Low/Moderate Income Minority Persons, 1990**  
**Tracts exceed 45.90% low/mod persons**



## Social Issues

The housing and community development needs of an area are closely linked to social and culture design. The physical environment, economy, schools, and health and social supports are all connected to one another. Clark County has made significant strides in trying to create a community environment that is supportive and provides the needed services for all the County's citizens. In recognition of the utmost importance of our community's youth, Clark County has taken the lead on planning for services to assist in enhancing the lives of children.

### ***Attention on Youth and Families***

**Community Choices 2010**, is composed of over 350 volunteers representing business, agencies, public sector organizations, non-profit agencies and concerned individuals with the mission of creating a healthy engaged community. The principles that guide CC2010 include the use of measurable indicators to identify emerging issues and monitor progress in achieving improved health and well-being within the following nine areas. Health and safety, economic opportunity, youth and families, access to services, positive community norms, education, environment, quality of life and community engagement. This group presents periodic reports on the status of each of these areas. In 1997 the group presented data indicating:

- An increase of low-income who are in HeadStart and State preschool programs
- A decrease in teens dropping out of school
- An increase in college graduates
- A decrease dental access for children
- A decrease in expectant mothers who smoke
- A increase in adults with health insurance
- An increase in County wide child poverty
- An increase in the average annual wage

In 1999, Clark County formally adopted a model of service called **Community of Care**. The mission is to help build and sustain a community of care in Clark County. This model of care connects family members, consumers and professionals into a unified system that works together to find better ways to help support the children and families in need.

**HopeWorks** is a strength-based campaign driven by partnerships and a community volunteer committee of 40 representatives whose focus is to build upon the theory that **our future = our young people** and inspire individuals to take action and work together to support youth. In the fall of 1999 through a joint partnership with the schools, HopeWorks administered an asset survey tool to students within Clark County Public Schools. This survey gives a clear picture of our young people's strengths and weaknesses. In partnerships

with school districts, state schools and homeless shelters, 12,000 6<sup>th</sup>, 8<sup>th</sup>, 10<sup>th</sup>, and 12<sup>th</sup> grade students were surveyed. Key strengths and weaknesses are outlined in the report will help to provide a clear perspective of our young people's strengths and weaknesses. These results will serve as a catalyst for organizations across the county.

Ultimately, building and strengthening the developmental foundation of this important group in our community is not a program run by professions, but a “movement - philosophy” that creates a community-wide sense of common vision, purpose and places community members and their leaders on the same team moving in the same direction. This movement creates a culture in which all members are expected and encouraged to promote the positive development of young people in a healthy community.

## **LINKING IT ALL TOGETHER**

The demographic information, future trends, and social perspectives presented in this chapter are intended to serve as a framework for housing and community development priorities, objectives, and actions presented in later chapters.

Unprecedented population growth, increasing demands for housing and services, shrinking resources and requirements of the Growth Management Act have mobilized Clark County to broaden its planning functions as they relate to housing and community development needs, and to link this planning with the federal, state, and local resources available. Local government, human service agencies, nonprofit organizations, and the private sector have already begun this work. The H&CD planning process is intended to build on these efforts and to provide a comprehensive and coordinated overview of housing and community development needs in Clark County.

## **Background to Regional Planning**

On June 25, 1999, and February 3, 2000 representatives from HUD; Portland-Vancouver area federal entitlement jurisdictions (Cities of Portland, Beaverton, Hillsboro, Gresham, and Vancouver, (WA), and Counties of Multnomah, Clackamas, Washington, and Clark (WA), and State of Oregon; Public Housing Authorities (Multnomah, Washington, Clackamas, and Clark (Vancouver), and Metro, met to discuss the challenges and opportunities posed by the development of the Consolidated Plan. Recognizing that each jurisdiction and PHA face increasing demands for housing and services, and that they share a common goal to improve conditions for low-income people and neighborhoods, the meeting attendees agreed to develop a regional component/placeholder as part of their respective Consolidated or Public Housing Plans.

For purposes of our discussion, the “region” is defined as the four county, two state areas that includes Multnomah, Clackamas, and Washington Counties in Oregon, and Clark County in Washington. This region is broader than the 3-county region within the Metro

regional plan boundaries. In using this definition, we recognize that there may be discrepancies between the 4-county region, and other regional boundaries. Collecting and analyzing data at the 4-county level has been identified as a barrier to developing coordinated strategies. The Census bureau now reports data for the Primary Metropolitan Statistical Area (PMSA)(Multnomah, Washington, Clackamas, Clark, Yamhill, and Columbia Counties) rather than for the 4-county Portland-Vancouver metropolitan area.

## The Challenge

“Clear connections should be established between communities, neighborhoods, and the larger metropolitan region. Does the jurisdiction’s strategic plan connect its actions to the larger economic strategies for the metropolitan region? Does the plan make connections with agencies that have responsibilities for metropolitan economic development?” (Excerpt from *Guidelines for Preparing a Consolidated Plan*)

The Portland Metro region leads the way in many aspects of regional planning. The Metro 2040 process raised awareness among citizens and elected officials about the connection between regional land use and transportation policies and its effect on both urban sprawl and central city revitalization. Increasingly, local governments are looking beyond political jurisdictions, including state boundaries, to solve problems defined by a variety of “sheds” – water, air, noise, and commuting.

The regional economy and housing market create yet another boundary for planning analysis – a boundary that goes beyond even Metro’s three-county planning area. The housing market is in fact, composed of many submarkets. One jurisdiction may have many submarkets, while others share the same submarket. The regional economy creates job opportunities and growth areas influenced by location, amenities, clusters of other industries, and local or state policies, regulations or incentives.

People live, work, shop, and seek services within the regional housing market in response to the regional economy. In order to address the goal of providing a decent housing, a livable environment, and economic opportunity, local and state governments must develop coordinated strategies that respond to these regional conditions. Because poverty is not contained by political boundaries, the needs of low-income people must be met within a regional framework of economic opportunity.

Meeting the need for affordable housing is difficult for local jurisdictions to do because of the dynamics of the regional housing market. The efforts of one jurisdiction to provide housing for lower income residents may seem futile without a regional coordinating effort to address the need for additional affordable housing that is also linked to jobs and transportation.

- Economic opportunities and job creation may be growing in areas that low-income people cannot easily access because they lack housing or transportation to the jobs.
- The mismatch between housing and job opportunities is one of the factors that contribute to regional traffic congestion, air pollution, and general reduction in “quality of life”.
- Low-income people who need housing, jobs, or services, may face a confusing array of providers, programs, and access points – services from one jurisdiction

may not be portable across a jurisdictional line, even if the move responds to economic or housing opportunities.

- Local elected officials are accountable to local, not regional constituents, so there are sometimes institutional barriers to the coordination of programs and services that cross-political boundaries.
- While HUD at the national and local level understands the benefits of “regionalism”, federal regulations may themselves create barriers to regional coordination.
- Over the last five years, the regional economy has added 180,000 new jobs.

**Table 17**

**Comparative Price Increases for Oregon and the Nation**

	<b>Percent Change 1980-1998</b>	<b>Percent Change 1993- 1998</b>	<b>Percent Change 1997-1998</b>
Oregon	142.0 %	50.8%	5.7%
United States	113.7 %	19.2%	5.2%
Pacific Division	136.6 %	9.6%	7.3%
California	122.0 %	0.9%	7.8%
Washington	144.2 %	24.9%	7.0%
Alaska	62.9 %	19.7%	2.3%
Hawaii	142.2%	-9.9%	- 1.65%

*Source: House Price Index (Office of Federal Housing Enterprise Oversight)*

The National Association of Homebuilders points to Portland, as well as other Oregon metro areas as among the least affordable in the country. However, other observers have faulted this analysis noting that comparative tax rates do not reflect voter imposed limitations, Oregon’s reliance on property taxes for revenue instead of sales taxes, and that the demand impacts of population growth are not fully accounted for. Further, absolute house prices within the Portland area are lower than other west coast cities as is the area median income, which may not reflect the actual wage increases of the last three years. In any event, Portland has not been able to point to low housing costs as an economic development attractor during this period, as it has in the past. Yet rapid job growth in the 1990s has fueled housing production and cost inflation.



**Table 18**  
**Relative Housing Affordability Key West**  
**Coast Markets, Second Quarter 1999**

<b>Metropolitan Area</b>	<b>Median Household Income (HUD Area for 4)</b>	<b>Median Home Price</b>	<b>Share of Housing Affordable for Median Income *</b>	<b>1999 National Affordability Rank</b>
Eugene/Springfield, OR	\$ 41,200	\$134,000	24.8%	184
San Jose	\$82,600	\$ 355,000	27.5%	182
San Francisco	\$72,400	\$407,000	11.9%	186
Orange County	\$68,300	\$243,000	45.9%	162
Seattle	\$62,600	\$200,000	51.6%	153
San Diego	\$52,500	\$208,000	36.2%	178
Sacramento	\$51,900	\$158,000	59.5%	134
Los Angeles	\$51,300	\$189,000	43.2%	170
Tacoma ,Washington	\$48,900	147,000	52.0%	158
<b>Portland-Vancouver (6-County)</b>	<b>\$52,400</b>	<b>\$161,000</b>	<b>45.8%</b>	<b>163</b>
United States Mean	\$47,800	\$141,000	63.4%	

\* The Affordability Share is the percentage of homes sold that were affordable to households earning the median income at the prevailing mortgage interest rate.

Source: National Association of Home Builders and Hobson Johnson & Associates

## What is the Opportunity?

The Consolidated Plan process provides an opportunity for local jurisdictions and housing authorities to pursue common goals across jurisdictional boundaries. We are fortunate in the Portland-Vancouver region that we have a record of success on which to build.

- The Housing Authorities of Multnomah and Washington Counties were recently awarded 1400 housing vouchers based on their joint application for “welfare-to-work” housing vouchers.
- Representatives from the six county Primary Metropolitan Statistical Area (PMSA) have worked together for a number of years to develop plans and allocate resources for the HOPWA program.
- Services such as fair housing education and enforcement, homeownership counseling, landlord and tenant education, are often funded by multiple jurisdictions with common policy goals.



- The Enterprise Foundation is developing a “regional land acquisition (“SMART GROWTH”) fund to assist jurisdictions to provide affordable housing and meet regional growth management objectives.
- The Institute for Portland Metropolitan Studies (IMS) is a regional research and public policy institution that provides a framework for regional data collection, research, and analysis. The IMS has been instrumental in providing a forum for “bi-state” planning.
- Tri-Met has received a federal grant to implement a “Regional Job Access Plan, the goal of which is to provide better transportation to jobs for low-income households.

## **Five-year Vision**

On December 2, 1999, and February 3, 2000 representatives from HUD; Portland-Vancouver area federal entitlement jurisdictions including Cities of Portland, Beaverton, Hillsboro, Gresham, and Vancouver, (WA), and Counties of Multnomah, Clackamas, Washington, and Clark (WA), and State of Oregon; Public Housing Authorities (Multnomah, Washington, Clackamas, and Clark (Vancouver), and Metro continued their discussion about the region. They developed the following statement to guide their strategy development.

### **How should the region work for a low-income person who is seeking housing or other assistance?**

Five years from now, it is expected that a low-income person including people with disabilities seeking housing or housing services will have much easier access to information about availability, cost, eligibility criteria, and location. Moreover, the information itself will be more comprehensive and up-to-date. Finally, the consumer will be given information on choices that reflect the individual’s true range of options, not necessarily defined or limited by political boundaries.

Low-income individuals and families should have housing and transportation options that support their social and economic mobility. Individual differences should be taken into account in the design of program to support upward mobility and choices. The goal is that most low-income people will be able to amass the necessary services that will provide them with the skills and opportunity to move into the moderate and upper income levels.

### **In the year 2005, how will HUD, state and local governments and public housing authorities (PHAs) address regional needs?**

Citizens, elected officials, organizations and staff, will act for the benefit of the metropolitan area as a whole. HUD, state and local governments and PHAs will work collaboratively to reduce barriers to opportunity faced by low-income people. HUD, the States of Oregon and Washington, local governments and PHAs will share information, link related housing, transportation, and employment services, as well as coordinate planning processes that cross jurisdictional and functional boundaries. The region will benefit from the reduced barriers, the system linkages, and the increased coordination, to improve the quality of life for the low-income residents we serve.